



DEPARTMENT OF THE NAVY  
OFFICE OF THE SECRETARY  
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SECNAVINST 5200.46  
ASN (RD&A)  
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SECNAV INSTRUCTION 5200.46

From: Secretary of the Navy

Subj: DEPARTMENT OF THE NAVY MODELING, SIMULATION,  
VERIFICATION, VALIDATION, AND ACCREDITATION MANAGEMENT

Ref: See enclosure (1)

Encl: (1) References  
(2) Definitions  
(3) Responsibilities

1. Purpose

a. To implement the Modeling and Simulation (M&S) and Verification, Validation, and Accreditation (VV&A) management policies and procedures established in references (a) through (k) in the Department of the Navy (DON).

b. To provide DON specific guidance for M&S, representation data, and VV&A management.

c. To assign responsibilities and prescribe policy.

d. To ensure that common and cross-cutting enterprise approaches for M&S tools and data accurately represent platforms and systems, predict outcomes, and provide inputs to naval decision makers and operational users in support of numerous areas, including acquisition, analysis, training, and experimentation. Acquisition includes all Science and Technology (S&T), Research and Development (R&D), and Test and Evaluation (T&E) activities as well as the Materiel Solution Analysis, Technology Maturation and Risk Reduction, Engineering and Manufacturing Development, Production and Deployment, and Operations & Support phases for acquisition programs. Analysis includes planning, programming, and budgeting system support, campaign/force structure analysis, fleet and mission operational assessments, etc. Training includes individual skills level instruction, mission preparation, battle group/force staff training, etc.

e. To ensure M&S and associated data are applied across areas of use within the DON (e.g., cyber, medical, intelligence, and logistics) and across the Navy-Marine Corps team afloat or ashore, home or deployed.

2. Cancellation. SECNAVINST 5200.38A and SECNAVINST 5200.40.

3. Definitions. See enclosure (2).

4. Applicability

a. This Instruction applies to the Office of the Secretary of the Navy (SECNAV), the Chief of Naval Operations (CNO), the Commandant of the Marine Corps (CMC), and all Navy and Marine Corps installations, commands, activities, field offices, and other entities within the DON that design, develop, manage, or use M&S.

b. This instruction applies to all M&S tools, data, and services developed, used, or managed by or on behalf of the DON including the physical, mathematical, or logical representation of any system, entity, phenomenon, or process as well as their implementation over time.

5. Policy

a. M&S management shall establish common and crosscutting guidance and capabilities; promote the efficient and effective use of M&S tools, data, and services; implement M&S processes that ensure asset visibility and access; and advance increased M&S interoperability, standardization, and reuse. M&S management shall also guide M&S investments and assist in collaborative research, development, acquisition and operation of M&S per reference (a). Processes for M&S management shall assess the status and plan for: future M&S requirements, development of M&S applications, representation of threats, DON operational capabilities, and the implementation of an M&S strategy within the DON.

b. M&S management shall establish and promulgate guidance and standards (i.e. manuals, guidebooks, standards, etc.) for implementing policy contained in this instruction.

c. M&S management shall ensure that M&S and VV&A manuals, standards, guidebooks, reference guides and templates are

readily available and used throughout Navy and Marine Corps installations, commands, activities, field offices, programs and other entities within the DON. It shall also collaborate with M&S stakeholders across the DON to effectively execute and govern M&S and shall ensure SECNAV, CNO, and CMC have insight into M&S investments across all DON activities.

d. The Navy and Marine Corps shall establish their own M&S organizational structures, offices, and instructions needed to accomplish the management of Service-specific M&S activities. The Services shall support an M&S portfolio management capability describing their systems, software, and data, led by Services' modeling and simulation offices.

e. M&S design, development, and application shall be documented using applicable planning templates, engineering standards, and best practices. The acquisition of M&S components, systems, or capabilities shall adhere to applicable contracting guidelines.

f. DON shall implement M&S technologies to enable Complex Warfighting Analysis; Innovation; Model-Based Systems Engineering (i.e., the formal use of modeling in support of system requirements, design, analysis, and Validation and Verification (V&V), from origin through disposal); Digital Engineering; Rapid Prototyping; Threat Representation; Live, Virtual, Constructive (LVC) methods; and use of Virtual and Simulated Environments.

g. M&S shall be interoperable and support composable systems of systems environments to the greatest extent practical.

h. DON shall employ Enterprise integration standards, architecture frameworks, and common development environments to ensure efficient and effective development, use, and reuse of M&S capabilities, particularly Government-owned, non-proprietary M&S assets.

i. Investment in M&S technology shall be cost effective, have measurable benefits, and shall leverage Department of Defense (DoD), commercial, and academic capabilities and standards. R&D and S&T efforts shall ensure continued innovation of technologies that meet the M&S needs of the Navy and the Marine Corps.

j. M&S and associated data used to support DON processes, products, and decisions shall initiate V&V activities at the onset of M&S conceptual design (or when first adopted) and shall undergo VV&A throughout their development and use.

k. M&S assets shall be visible and accessible within and across the DON.

(1) M&S discovery metadata shall conform to the DoD Discovery Metadata Specification and be discoverable, searchable, and retrievable using the DoD M&S discovery metadata search capability and federated DoD discovery metadata search capabilities.

(2) Visibility and accessibility shall be facilitated by creating and associating discovery metadata consistent with reference (d) to key M&S assets.

(3) When intellectual property considerations and restrictions apply to M&S assets, all restrictions on use and reuse will be clearly noted in discovery metadata.

l. Validation should employ quantitative methods, and statistical techniques when appropriate, and all analytic results shall be evaluated by subject matter experts for consistency with empirical data.

m. Accreditation shall be:

(1) For a specific intended use, prior to its employment in support of DON processes, products, and decisions. The Accreditation Authority may customize/tailor the accreditation process based on the intended use of the M&S;

(2) Performed by the organization responsible for approving the application of M&S for a specific intended use;

(3) Granted only by an individual, at the responsible organization, who is at a level that is commensurate to the degree of M&S importance, risk, and impact to the DON/DoD.

n. VV&A shall be:

(1) Implemented commensurate with the importance, risk, and impact of using M&S results to support DON processes,

products, and decisions in accordance with references (c) and (i);

(2) Based on requirements and objectives as derived from the specific intended use;

(3) Conducted as early as possible in an acquisition program, training evolution, analysis activity, or other use, and fully integrated into the associated M&S management processes;

(4) Appropriately documented (e.g., reference (j)) and made accessible to the DoD Components, other Government agencies, and non-governmental activities, as applicable and in accordance with references (c) and (d).

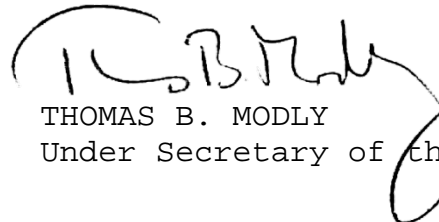
6. Responsibilities. See enclosure (3).

7. Records Management

a. Records created as a result of this instruction, regardless of format or media, must be maintained and dispositioned according to the records disposition schedules found on the Directives and Records Management Division (DRMD) portal page:

<https://portal.secnav.navy.mil/orgs/DUSNM/DONAA/DRM/SitePages/Home.aspx>.

b. For questions concerning the management of records related to this instruction or the records disposition schedules, please contact your local Records Manager or the DRMD program office.

  
THOMAS B. MODLY  
Under Secretary of the Navy

Distribution:

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<https://www.secnav.navy.mil/doni>

**REFERENCES**

- (a) DoD Directive 5000.59 of 8 August 2007
- (b) DoD Instruction 5000.70 of 10 May 2012
- (c) DoD Instruction 5000.61 of 9 December 2009
- (d) DoD Instruction 8320.02 of 5 August 2013
- (e) 10 U.S.C. §196
- (f) 10 U.S.C. §2366b
- (g) 10 U.S.C. §2366c
- (h) DoD Instruction 5000.02 of 7 January 2015
- (i) SECNAVINST 5000.2E
- (j) Military Standard 3022 with Change 1 of April 2012, DoD Standard Practice, Documentation of Verification, Validation, and Accreditation for Models and Simulations
- (k) OPNAVINST 5450.353
- (l) M&SCO, The DoD Modeling and Simulation Glossary, 10 June 2016
- (m) DAU, Glossary of Defense Acquisition Acronyms and Terms, 16<sup>th</sup> Edition, September 2015

## DEFINITIONS

These terms and their definitions apply to this Instruction. Unless noted otherwise, these definitions are taken from reference (1).

1. Accreditation. The official certification that a model or simulation and its associated data are acceptable to be used for a specific purpose.
2. Accreditation Authority. The organization or individual responsible to approve the use of models, simulations, and associated data for a particular application (note: specific intended use).
3. Architecture. The structure of components in a program or system, their interrelationships, and the principles and guidelines governing their design and evolution over time.
4. Constructive Simulation. Simulations involving simulated people operating simulated systems. Real people can be allowed to stimulate (make inputs) to such simulations.
5. Data. Representation of facts, concepts, or instructions in a formalized manner suitable for communication, interpretation, or processing by humans or by automatic means.
6. Digital Engineering. An integrated digital approach that uses authoritative sources of systems' data, performance, and models as a continuum across disciplines to support life cycle activities from concept through disposal (reference (m)).
7. Enterprise. An arbitrarily defined functional and administrative entity that exists to perform a specific, integrated set of missions and achieve associated goals and objectives, encompassing all of the primary functions necessary to perform those missions.
8. Intellectual Property. Intangible property that is the result of creativity, such as patents, trademarks, or copyrights.
9. Live Simulation. A simulation involving real people operating real systems.

10. LVC. A broadly used taxonomy describing a mixture of live simulation, virtual simulation, and constructive simulation.

11. Metadata. Information describing the characteristics of data; data or information about data; or descriptive information about an organization's data, data activities, systems, and holdings (note; may include any intellectual property restrictions and developer/user information). For example, discovery metadata is a type of metadata that allows data assets to be found using enterprise search capabilities.

12. Model. A physical, mathematical, or otherwise logical representation of a system, entity, phenomenon, or process.

13. Modeling and Simulation

a. The discipline that comprises the development and/or use of models, simulations, and associated data.

b. The use of models, including emulators, prototypes, simulators, and stimulators, either statically or over time, to develop data as a basis for making managerial or technical decisions (note: both the discipline and the use include virtual environments and live, virtual, and constructive simulations).

14. M&S Coordination Agent. A DoD Component designated by USD (AT&L), USD (R&E), and/or USD (A&S) to coordinate prescribed aspects of DoD M&S for a designated M&S area.

15. M&S Proponent. The person, agency, or organization (e.g., program office, laboratory, systems command) who has the primary responsibility for the development, V&V, and life cycle management of one or more models and/or simulations.

16. M&S User. The organization, group, or person responsible for the overall application. The M&S User needs to solve a problem or make a decision and wants to use modeling or simulation to do so. The M&S User defines the requirements, establishes the criteria by which model or simulation fitness will be assessed, determines what method or methods to use, makes the accreditation decision, and ultimately accepts the results.



17. M&S Strategic Vision. A high-level document, describing the strategic overview and goals for DON M&S.
18. Proprietary. A technological design or architecture that may not be duplicated without permission from the designer or architect.
19. Reuse. The practice of using again, in whole or part, existing M&S tools, data, or services.
20. Simulation. A method for implementing a model over time.
21. Validation. The process of determining the degree to which a model or simulation and its associated data are an accurate representation of the real world from the perspective of the intended uses of the model.
22. Verification. The process of determining a model, simulation, and associated data accurately represent the developer's conceptual description and specifications.
23. Virtual Environment. A virtual simulation of/interacting with simulated systems in a real or simulated world. May be derived from a fictional or real world, is usually represented as a 3D setting and includes virtual worlds and mixed/augmented reality (note: DON definition).
24. Virtual Simulation. A simulation involving real people operating simulated systems.

## RESPONSIBILITIES

1. Under Secretary of the Navy shall:

- a. Act as the senior official in the DON for all M&S and VV&A matters.
- b. Resolve M&S and VV&A issues between the Navy and Marine Corps that cannot be settled at a lower level.
- c. Delegate to the Assistant Secretary of the Navy (Research, Development and Acquisition) (ASN (RD&A)), who in turn delegates to the Deputy Assistant Secretary of the Navy for Research, Development, Test and Evaluation (DASN (RDT&E)), who in turn delegates to the DON M&S Executive the responsibilities for execution, coordination, and issue resolution for DON M&S and VV&A.

2. ASN (RD&A) shall:

- a. Establish and provide guidance as necessary for the management of DON M&S and VV&A.
- b. Ensure DoD component responsibilities assigned by references (a)through(h) are carried out.
- c. Ensure that acquisition strategy and Milestone Decision documentation requirements for Major Defense Acquisition Programs relating to M&S, per references (e)through(g), are carried out.
- d. Review M&S correspondence and issues for appropriate disposition.
- e. Ensure that all M&S employed throughout DON have undergone appropriate VV&A, and that the VV&A is documented accordingly.

3. DASN (RDT&E) shall:

- a. Serve as the final Validation Authority for the representation of DON forces and capabilities in all DoD M&S.
- b. Promote the effective use of M&S in the DON.

- c. Forward all appropriate M&S and VV&A correspondence and issues to ASN (RD&A) for review and appropriate disposition.
- d. Ensure compliance with this instruction.
- e. Coordinate and resolve issues on DON M&S and VV&A policies, procedures, standards, and guidelines.
- f. Review and approve M&S and VV&A standards as the DON Standards Executive.
- g. Establish and promulgate guidance and standards (i.e., manuals, guidebooks, and standards) for implementing DON M&S and VV&A policy.
- h. Work with the Director, DoD, Test Resource Management Center to complete a strategic plan reflecting the needs of DoD with respect to T&E facilities and resources, including M&S capabilities as per reference (e).

4. DON (M&S) Executive shall:

- a. Be the senior advisor to DASN(RDT&E) for M&S and VV&A policies, practices, and processes.
- b. Ensure SECNAV, CNO, and CMC have insight into M&S investments across all DON activities.
- c. Collaborate with M&S stakeholders across the DON to effectively execute and govern DON M&S.
- d. Ensure M&S and VV&A manuals, standards, guidebooks, reference guides and templates are readily available and used throughout Navy and Marine Corps installations, commands, activities, field offices, programs, and other entities within the DON.
- e. Promote commonality, reuse, interoperability, efficiencies and effectiveness of DON M&S services, tools, and data.
- f. Oversee the development and execution of a DON Enterprise M&S strategic vision, strategy, policies, implementation guidelines, and roadmaps that include metrics.

- g. Ensure DON M&S and LVC Enterprise core development support is aligned to future naval needs.
- h. Lead DON M&S and VV&A human capital management and educational initiatives.
- i. As required, charter a DON M&S Senior Advisory Group to advise on matters pertaining to M&S and serve as its chair.
- j. Review DoD M&S policy/guidance and provide advice to achieve DoD compliance.
- k. Support the DON Enterprise in the areas of M&S requirements, human capital management, coordination and outreach, and in the delivery of M&S core services.
- l. Represent DON M&S and VV&A to organizations outside of DON.
- m. Develop, implement, and oversee compliance with DON M&S and VV&A policy and guidance; coordinate DON and Navy M&S and VV&A planning, policy, procedures, and implementation activities; and be the DON focal point to DoD for Navy and Marine Corps M&S and VV&A matters.
- n. Serve as the single point of contact for DON M&S standardization matters and serve as a Review Activity for M&S Standards and Methodologies in the Defense Standardization Program.
- o. Develop and maintain current discovery metadata on key DON M&S assets in accordance with references (b) and (d).

5. The Marine Corps M&S Executive shall:

- a. Be the senior advisor to CMC, and the senior Marine Corps advisor to the DON M&S Executive, for M&S and VV&A policies, practices, processes.
- b. Promote commonality, reuse, interoperability, efficiencies and effectiveness of Marine Corps M&S services, tools, and data in coordination with the DON M&S Executive.

c. Oversee the development and execution of a Marine Corps M&S strategic vision, strategy, and policy in alignment with DON, as well as implementation guidelines and roadmaps to include metrics.

d. Lead Marine Corps M&S and VV&A human capital management, education, coordination, and outreach initiatives.

e. Enable LVC efforts to meet Marine Corps M&S requirements.

f. Oversee the activities of the Marine Corps Modeling and Simulation Office (MCMSO).

g. Represent Marine Corps M&S and VV&A to organizations outside of DON to include other Service, Agency, and DoD M&S Committees and advise them on key M&S and VV&A requirements, capabilities, and uses.

h. Serve as the single point of contact for Marine Corps M&S standardization matters and serve as the Marine Corps representative on the Review Activity for M&S Standards and Methodologies in the Defense Standardization Program.

6. Assistant Secretary of the Navy (Energy, Installations and Environment) shall:

a. Advise the DON M&S Executive on matters pertaining to M&S and VV&A relative to the development and use of M&S for energy, installations, safety and environment.

b. Ensure that all energy, installation, safety, and environment M&S used to support compliance with federal laws and regulations, and other regulatory agency requirements have undergone appropriate VV&A and the VV&A is documented, accordingly.

c. Serve as the Accreditation Authority for energy, installations, safety, and environment M&S used to determine compliance with federal laws and regulations, and other regulatory agencies requirements.

7. CNO and CMC shall, for their respective Service:

a. Ensure that the Service responsibilities assigned by reference (a) are carried out, and that Service-level M&S management policy not provided by this instruction is developed.

b. Ensure stakeholders participate in DON M&S governance.

c. Jointly review, coordinate, and approve the DoD M&S plans, programs, policies, procedures, and publications and approve the DON positions, as appropriate.

d. Jointly approve DON M&S plans, programs, policies, procedures, and publications, as required.

e. Forward, to DASN (RDT&E), disposition recommendations on requests for service exceptions to the DON M&S and VV&A management policies.

f. Plan and provide the resources needed to carry out DON-wide VV&A responsibilities according to Service priorities.

8. The DON M&S Senior Advisory Group, if chartered, shall:

a. Advise DON M&S Executive on matters pertaining to M&S;

b. Provide recommendations on M&S initiatives, objectives, coordinating investments, and the development and use of M&S across the DON Enterprise to include threat representation;

c. Assist in orchestrating efforts among Navy and Marine Corps M&S organizations and help to synchronize DON M&S issues with the Joint and DoD M&S communities;

d. Be comprised of Flag/Senior Executive Service (as required) representatives from relevant M&S stakeholder organizations. Examples include:

(1) U.S. Fleet Forces Command (USFF) assigned stakeholders;

(2) Deputy Chief of Naval Operations; Information Warfare (OPNAV N2/N6) assigned stakeholders;

(3) Deputy Chief of Naval Operations; Integration of Capabilities and Resources (OPNAV N8) assigned stakeholders;

(4) Deputy Chief of Naval Operations; Warfare Systems (OPNAV N9) assigned stakeholders;

(5) Deputy Commandant for Combat Development and Integration (DC, CD&I) assigned stakeholders;

(6) Commander Operational Test and Evaluation Force (COMOPTEVFOR) assigned stakeholders;

(7) ASN Offices, CNO Offices, Deputy Commandants, and other organizations as required.

9. The Navy M&S Office and the MCMSO shall, for their respective Service:

a. Provide support to the development and alignment of policy to promote interoperability and use of M&S capabilities throughout the DON supporting Enterprise and Service level requirements; reuse of M&S capabilities; R&D activities to respond to emerging challenges; and the appropriate balance of data and application distribution rights. This includes providing updates to supporting manuals, guidebooks, and best practice guides;

b. Oversee core Service M&S projects, and support the development and use of enabling publications, collaborative environments, and portfolio management activities. Support the development of common M&S and VV&A tools, interfaces, services, and capabilities throughout DoD;

c. Review and provide recommendations on M&S and VV&A issues including those pertaining to data standards, metadata/repository guidelines (to include intellectual property descriptors), contracting, and cybersecurity in their Service;

d. Support and expand M&S workforce education to more effectively employ models, simulations, and data in support of mission requirements and strengthen M&S training and education content and capabilities;

e. Conduct and participate in M&S technical exchanges and workshops to promote collaboration, coordination, and efficient implementation of models, simulations, and data;

f. Synchronize M&S S&T, RDT&E, and training to maximize unity of effort across the DON and leverage research initiatives across DoD, industry, and academia;

g. Maintain their Service's part of DON M&S capabilities management tools; provide inputs to DoD M&S Enterprise discovery and access capabilities; and assist DON M&S efforts in maintaining asset visibility and interoperability with the other Services and applicable Agencies.

10. DON M&S acquisition, assessment, training, and experimentation, developers and users shall:

a. Follow the M&S directives and policies promulgated in the execution of this instruction;

b. Ensure that appropriate VV&A activities are conducted, that they comply with applicable guidance, and that resulting documents are provided to the Service M&S Offices;

c. Implement DON M&S Enterprise capabilities to increase reuse and improve interoperability;

d. Coordinate, when including representations of other Services or Government Agencies, with each respective Service or Agency.

11. Implementation of M&S VV&A, including the development and promulgation of command-specific VV&A guidance, shall be conducted by, but is not limited to, the following:

a. USFF in collaboration with U.S. Pacific Fleet, is responsible for the VV&A of M&S used within Fleet training, and where representations of non-U.S. forces and capabilities are included, shall coordinate with the Office of Naval Intelligence (ONI).



b. Office of the Chief of Naval Operations Assessment Division (OPNAV N81) shall be responsible for the VV&A of performance/pricing models used in support of the planning, programing, budgeting and execution process,

c. Oceanographer of the Navy shall be responsible for the V&V of meteorology and oceanography (METOC) M&S; and for the quality of METOC data used by M&S activities, and Navy and Marine Corps operational fleet units. The Oceanographer shall also accredit all METOC models, simulations, algorithms, and databases. Accreditation of an application specific implementation resides with the M&S user.

d. Navy Intelligence Activity (as delegated from Director Defense Intelligence Agency (DIA)) shall manage and oversee the validation of threat data, assessments, and models as outlined in the Defense Intelligence Analysis Program (DIAP) that support Navy policy formulation, weapon development, and acquisition processes (per references (c) and (k)).

e. ONI shall be responsible for the production and validation of non-U.S. forces and capabilities in models, simulations, and their associated data for threats as outlined in the DIAP and as subject to required accreditation by DIA per reference (h). ONI shall coordinate with the Defense Intelligence Enterprise for non-U.S. forces and capabilities in models, simulations, and their associated data outside of ONI's DIAP production responsibility. ONI shall be coordinated with when representations of non-U.S. forces and capabilities are involved.

f. Marine Corps, DC CD&I shall establish VV&A policy for all Marine Corps M&S communities.

g. Marine Corps, Deputy Commandant for Programs and Resources (DC P&R) shall be responsible for accrediting Marine Corps M&S for P&R uses in support of Program Objective Memorandum development.

h. COMOPTEVFOR and Director, Marine Corps Operational Test and Evaluation Activity shall serve as the Accreditation Authority for models, simulations, and associated data used in support of operational test and evaluation, and shall accredit models, simulations, and associated data (i.e., test resources)

intended to support operational test and evaluation in accordance with reference (e).

i. DON Acquisition Component Commands shall be responsible for accrediting M&S used in RD&A activities including the design, development, construction, operations, and maintenance of Naval military systems. This includes requiring VV&A to be described in relevant acquisition system documents. Program Managers shall describe M&S and VV&A activities using an M&S Support Plan (MSSP). They shall also ensure that V&V is conducted on their systems and shall document VV&A strategies and results in an MSSP.

j. Commander, Fleet Cyber Command shall be coordinated with when appropriate in the development and VV&A of M&S of networks, cryptologic and signals intelligence, information operations, cyber, electronic warfare, and space.

k. M&S Proponents shall plan, schedule, and fund V&V activities; develop and compose VV&A documents for the M&S undergoing VV&A; and coordinate with DoD M&S Coordination Agents that serve as the Validation Authority for designated areas such as environment, terrain, intelligence, and threat.

l. The Accreditation Authority shall be an individual, at the responsible organization, who is at level that is commensurate to the degree of M&S importance, risk, and impact to the DON/DoD; assist in defining requirements for the M&S and in establishing the acceptability criteria for the specific intended use; plan, schedule, and fund accreditation activities; and accredit M&S for a specific intended use, prior to employment in support of DON processes, products, and decisions.

m. The Program Manager for an acquisition program shall ensure that the program complies with the M&S requirements set forth in reference (h), as applicable. This includes:

(1) Integrating M&S activities into program planning and engineering efforts. These activities will support consistent analyses and decisions throughout the program's life cycle. Models, data, and artifacts will be integrated, managed, and controlled to ensure that the products maintain consistency with the system and external program dependencies, provide a

comprehensive view of the program, and increase efficiency and confidence throughout the program's life cycle.

(2) Ensuring that all test infrastructure and/or tools (e.g., models, simulations, automated tools, synthetic environments) to support acquisition decisions will be VV&Aed by the intended user or appropriate agency. Test infrastructure, tools, and/or the VV&A strategy including the accreditation authority for each tool or test infrastructure asset will be documented in the Test and Evaluation Master Plan for the program.

(3) Planning for the accreditation of any M&S tools needed to support Test and Evaluation activities.